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THE ENVIRONMENT FUND AND ADMINISTRATIVE AND OTHER BUDGETARY MATTERS

Ensuring adequate and predictable financing of the United Nations Environment Programme: a challenge to Governments

Note by the Executive Director

The Executive Director has the honour to circulate herewith for the information of the Governing Council, the discussion paper that was issued by the secretariat for the consideration of the Committee of Permanent Representatives at its fifty-seventh meeting. At that meeting, the future of UNEP was discussed. The present document contains one amendment from the version that was circulated to the Committee of Permanent Representatives (UNEP/CPR.57/5), namely, the deletion of the fourth column in table 3 in annex XV.

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Ensuring Adequate and Predictable Financing of the United Nations Environment Programme: A Challenge to Governments

I. Introduction

1. UNCED recognized that additional financial resources would be required to strengthen the capacities of international institutions to implement their responsibilities under Agenda 21. It called for a strengthened catalytic role for UNEP and specified for it a number of programmatic responsibilities. UNEP's Governing Council in decision 18/18 requested the Executive Director "to present to the Council at its 19th session broad estimates of the cost for UNEP to implement fully those parts of Agenda 21 recommended for its attention". The corresponding broad estimates for the projected 1998-99 Programme activities alone could be of the order of around $160 million, taking into account UNEP's capacity to grow to respond to expressed needs.

2. Regrettably, however, the high expectations that UNCED raised for new and additional resources to implement the Environment Fund Programme have not been met. Instead of increased revenues, UNEP is witnessing shrinking resources and an apparent inability of Governments to maintain, or increase, the levels of their voluntary contributions.

3. Financial support to UNEP from the United Nations regular budget has also been reduced substantially, from $7 million in 1993 to less than $5 million in 1995. In relation to the Environment Fund, the share of regular budget contribution has declined from 26.7 per cent in 1973 to 8.4 per cent in 1995. Further, the total voluntary contribution to the Environment Fund has dropped from $63.7 million in 1992 to $47.7 (projected) million in 1996. Although some countries have begun contributing to the Environment Fund recently, and some have increased their contributions, a few major donors have substantially reduced their contributions. Governments have not met their collective commitment to finance the substantially reduced Programme budget approved, by consensus, by the Governing Council at its 18th session. Further, their response, in terms of actual pledges and payments, has been uneven and unpredictable. In contrast, UNEP, in accordance with the Governing Council's instruction, significantly reduced its cash carryover from 1995 to 1996. Severe difficulties in implementing the approved 1996-97 Programme, and in planning, programming and administration, now face the organization due to this significant reduction in cash reserves and the reduction and unpredictability of Government contributions.

4. Governments have consistently demanded and supported a strengthened and focused UNEP, in keeping with the evolving realities and needs. Agenda 21 has mandated that UNEP strengthen its catalytic role in a widening sphere of activities aimed at protecting and improving the environment. UNEP's Governing Council, the international community and NGOs all support a strengthened UNEP which would be fully capable of delivering its new, integrated and results-oriented Programme. Yet the resources available to implement the approved Programme have shrunk substantially, and have, in addition, become increasingly unpredictable. In 1994 UNEP responded successfully by implementing its approved Work Programme, albeit with considerable creativity and focussed effort. In 1996 UNEP's approved Programme has had to be rephased to respond to reductions in contributions to the Fund. Particularly in view of the sizeable reductions in contributions of some major donors, and in view of the increasing workload of the organization in response to countries' demands, it is essential that

Governments identify ways and means to share responsibility to raise adequate and predictable funding for UNEP.

5. UNEP has been, and remains, primarily a catalytic institution. Its strength lies in providing leadership in global environmental policy and international environmental co-operation, and in influencing and facilitating action to protect and improve the environment. Its forte is: staying ahead of the curve; providing information, advice and guidance; building scientific and intergovernmental consensus; identifying emerging issues and exploring unattended facets of known issues; and in pushing the envelope for better environmental management and environmentally sound development.

6. A good measure of what UNEP advocated by way of an integrated approach to environment and development, from its early years, has now become an accepted creed for policy and planning. That development institutions have taken on board increasingly a sensitivity to environmental issues is, in part, an indicator of the effectiveness of UNEP's catalytic role. That there are now many operational environmental agreements at global and regional levels is, similarly an indicator of UNEP's success. Yet challenges for the environment persist, take diverse and evolving forms, and have to be addressed at global, regional and national levels. Countries and institutions are increasingly seeking guidance and advice, and strengthened capacities and assistance, to address growing environmental challenges. UNEP's role in enabling countries, institutions and people to meet those challenges effectively continues to be essential. That role is complementary and facilitating in relation to the institutions which are becoming sensitive to environmental issues.

II. Sources of Finance

A. United Nations Regular Budget

7. The General Assembly Resolution 2997 (XXVII) which brought UNEP into existence decided that "the costs of servicing the Governing Council and providing the small secretariat ... shall be borne by the regular budget of the United Nations, and that operational programme costs, programme support and administrative costs of the Environment Fund...shall be borne by the Environment Fund." The regular budget was supposed to provide core support to UNEP, encompassing policy-making, executive direction and management, the programme of work and programme support. But no clearcut decision was ever made on how the "small secretariat" was to be defined. Figure 1 in Annex I shows the annual contributions of the UN regular budget to UNEP financing over the period 1973-1995, and Figure 2 in Annex II shows the declining percentage of regular budget financing to Environment Fund financing for the same period.

8. UNEP secretariat has determinedly remained small, following the General Assembly directive, and in keeping with its catalytic and co-ordinating role. For several individual programme areas which may be the focus of entire organizations elsewhere, UNEP secretariat has just one senior responsible officer. Yet the range and depth of environmental activities that it has to pursue have increased, following Governments' wishes, and in response to countries' needs. Similarly, the expectations of Governments, NGOs and people of UNEP's delivery of Programme services have grown since UNCED.

9. Against this background, the United Nations regular budget has been financing only a small and declining fraction of the UNEP secretariat costs. It does not meet the costs of a small secretariat essential to carry out UNEP's envisaged catalytic and coordinating functions. Initially, it covered the full cost of the Governing Council, some posts under executive direction and management, including some posts in

the Regional Offices, some in administration and some in the Office of the Programme.

10. More recently, owing to budget cuts and organizational changes, the United Nations regular budget has not even financed the full costs of the Governing Council, notably since the establishment of the Committee of Permanent Representatives, (CPR) and its various committees. It now finances 19 (9 P and 10 GS) posts under executive direction and management (1 of the 3 professional posts used for Regional Offices is currently frozen), and 24 (14 P and 10 GS) posts in the Office of the Programme, of which 5 Professional posts are frozen. Although all administrative posts are now included in the UNON budget, UNEP has to contribute significantly from the Environment Fund to the UNON budget, at least in the start-up phase. The number of regular budget-financed posts in UNEP has fallen (excluding those frozen) from 85 in 1993 to 38 (18 P and 20 GS) in 1996.

11. In view of UNEP's unique catalytic and co-ordinating role vis-a-vis the rest of the United Nations system in environmental policy and programming, the regular budget should, in principle, cover a sizeable part of the costs related to UNEP exercizing its oversight and service functions. But regular budget funding realities have evolved in such a way that the Environment Fund has had to bear the brunt of maintaining the small UNEP Secretariat.

12. UNEP is predominantly involved in activities of global and regional environmental significance and in servicing the United Nations system and the world community. Its staffing and overhead costs, as a proportion of its operational costs, cannot be the same as for an executing agency of the United Nations with a sizeable portfolio of projects.

B. Environment Fund

13. Voluntary contributions from Governments to the Environment Fund have been the main source of UNEP's finance. General Assembly resolution 2997 established the Environment Fund "in order to provide additional financing for environmental programmes." UNEP uses the Fund flexibly to deliver the approved Programme and achieve its objectives. Annex III shows the total contributions to the Environment Fund annually over the period, 1973-1995. The sum total of these contributions has declined steadily since 1993. The sources of this decline are shown in Table 1, "Actual Contributions to the Environment Fund: Selected Donors: 1990-96" in Annex IV. These are illustrated by Figure 4, "Contributions to Environment Fund from 20 Major Donors: 1990-96" in Annex V.

14. A smaller number of countries contributed to the Environment Fund since UNCED. The trend in the number of countries contributing to the Environment Fund over the period 1973-95 is shown in Figure 5 in Annex VI. Further, over ninety per cent of the total voluntary contribution to the Fund comes from only 15 countries. The decision of even a few of them to substantially reduce their contributions can have, and has had, a devastating effect on implementing the approved Programme, planning UNEP's work, and on its viability. Thus the Programme budget for 1996-1997 will have to be reduced by over 30% in the light of such unforeseen drops in contributions.

15. UNEP's overall Programme budget levels are established by its Governing Council. By agreeing on a certain Programme budget level, Governments not only indicate that they consider that level to be a realistic revenue projection for the organization for the biennium, but they also commit themselves collectively to ensure that their voluntary

contributions would actually meet the set targets. Regrettably, the developments in 1996 have proven that actual Government contributions can be significantly lower than the commitments made. This phenomenon has severely undermined the basis for proper planning, programming and implementation of work and financial management in UNEP. At the same time, UNEP is being asked to be more efficient and responsive in its programming and administration.

16. Governments pledge and make payments into the Environment Fund at their convenience. UNEP cannot commit, or spend, funds which have not been pledged or paid. The organization therefore needs to have measures in place which could cover the risk of a cash shortfall at any time. The authorization given by the Governing Council, in its decision 18/41B "to increase gradually the level of the financial reserve to 20 million dollars by 1999" will assist the Executive Director in preventing or overcoming a serious cash flow problem, like the one it is being confronted with at the end of 1996. Such an increase in financial reserve can only be implemented by setting aside the necessary financial reserves which may mean reducing the Programme further. Greater predictability in the timing and levels of funding remains, however, an essential prerequisite for effective programming and delivery of UNEP's services to countries, institutions and people.

17. There is a real risk that, with growing responsibilities shouldered by Governments to pay their quasi-assessed contributions towards the implementation of environmental agreements, voluntary contributions to the Environment Fund would be seen as being of secondary or lower priority. This may be reflected to an extent in the dramatic growth in the number of and contributions to Trust Funds, and in the relative decline of contributions to the Environment Fund. This is illustrated in Figures 6 and 7 on Total Financial Resources by Sources of Funding: 1973-95, and on Sources of Funding By Percentage: 1973-1995 provided in Annexes VII and VIII respectively. National budget allocations for the environment sector in some countries may be fixed to some extent, and they may not be sufficiently sensitive to global and regional environmental needs.

18. While unearmarked voluntary contributions have played, and should continue to play, a central role in financing the Programme, their main shortcoming has been their unpredictability and the potential for undermining the Programme's integrity. Donor countries are usually unable to make advance pledges, owing to national legislative considerations. Further, changes in national policies or priorities can cause discontinuance or curtailment of funding of previously approved programmes. Furthermore, payments made late in the year cannot be disbursed in the same year. As a consequence, the full Programme for the year cannot be implemented, and the attendant cash carry-overs cause the wrong impression that UNEP is unable to disburse funds efficaciously, or to implement Programme activities on schedule.

19. In sum, four main issues concerning contributions to the Environment Fund have to be resolved satisfactorily:

(a) ensuring such levels of contributions as are commensurate with implementing the Programme mandated by the Governing Council, based on shared and agreed responsibility;

(b) broadening the base of contributors and "burden sharing" to minimize the risk and uncertainty currently associated with realizing the levels of contributions that are essential for implementing the full Programme, and to prevent major shortfalls in funding;

(c) ensuring close correspondence between payments and commitments or pledges to minimize unpredictability and unforeseen shortfalls in funding; and

(d) ensuring early payments of contributions within the Programme budget period to ensure maximum and expeditious Programme implementation and a minimum of unplanned cash carry-overs between budgeting periods.

C. Trust Funds

20. Trust Fund contributions are earmarked for specific purposes by donors. They tend to finance programmes that are supplementary to the Environment Fund Programme and have a different governing structure. Trust Funds can be bilateral or multilateral. Governments that are Parties to conventions, protocols or action plans established under international agreements also establish or contribute to Trust Funds. The latter are generally multilateral funds with a separate Secretariat. Each such Trust Fund is identified as a distinct source of funding for meetings of the Conference of Parties (COP) of Conventions, protocols and action plans or specific activities, and its resources are managed and accounted for separately.

21. There are three types of Trust Funds in UNEP:

(a) General purpose Trust Funds which are established to support the general activities of UNEP secretariat;

(b) Technical Cooperation Trust Funds (general), under which technical assistance is provided to developing countries, particularly for capacity-building; and

(c) Technical Cooperation Trust Funds (personnel), which finance Junior Professional Officers (JPOs) assigned to UNEP by individual donor countries.

22. Figure 8 in Annex IX illustrates the growth in the number of Trust Funds, and Figure 9 in Annex X shows the trend in the contributions to Trust Funds, over the period 1973-1995.

23. UNEP administered only one Trust Fund during its first 5 years of operation; in 1995 it administered 56 separate Trust Funds. The total contribution to Trust Funds increased from $300,000 in 1978 to $171 million in 1995. The ratio of funds received through Trust Funds to those received through the Environment Fund increased exponentially from 1.1 per cent in 1978 to 16.2 per cent in 1987 to 294.8 per cent in 1996. This is illustrated by Figure 10 in Annex XI. The Multilateral Fund has played a significant role in this trend.

24. Four main factors are behind the dramatic increase in the number of, and contributions to, Trust Funds:

(a) the trend among donors to earmark their contributions;

(b) the growing number of convention and treaty secretariats administered by UNEP;

(c) a growing number of staff seconded to the UNEP secretariat and paid for under Trust Funds; and

(d) the increasing amount of technical cooperation activities being financed under Trust Funds.

25. Trust funds have been used at times to supplement resources available for Programme activities which may be of particular interest to a Government or a group of Governments. This has, inter alia, raised questions concerning the influence such contributions might bring to bear on Programme priorities which are collectively set by the Governing Council, and the modalities of their implementation.

D. Counterpart Contributions

26. Counterpart contributions are made in cash, or in kind, by Governments, agencies and organizations to cover the costs of activities, services and facilities for individual projects. They are earmarked contributions that are meant to be additional resources over and above the contributions to the Environment Fund. Since funds available for counterpart contributions are not specifically reserved for UNEP alone in national budgets, competition for such resources is fierce. In the face of shortfall in resources available to implement the Programme, UNEP has also actively sought to mobilize counterpart contributions for specific Programme activities. To date, UNEP has succeeded in raising $8 million through this avenue. The trend of total counterpart contributions and as a percentage of the Environment Fund resources 1973-95 is shown Figures 11 and 12 in Annexes XII and XIII respectively.

27. While new and additional resources to complement voluntary contributions to the Environment Fund are very welcome, such resources should not come at the cost of increased and reliable contributions to the Environment Fund. The growing relative sizes of such earmarked contributions must not undermine the coherence and balanced implementation of the Programme. They also must not generate undue pressures on UNEP's programmatic and organizational coherence and integrity.

28. The summary Table 2 shown in Annex XIV depicts the trends over the period 1973-1995 in the absolute and relative contributions to funding UNEP under the Environment, Trust Funds, Counterpart Contributions and the regular budget. The predominant picture is that the regular budget has dramatically lowered its profile in funding UNEP, the Trust Funds have exponentially raised their profile in relation to the Environment fund, and the counterpart contributions now constitute about 12 per cent of the Environment Fund, as compared to not playing any role at all in UNEP financing till 1981. Earmarked contributions, together constituted almost 307 per cent of the contributions to the Environment Fund in 1995.

29. This imbalance in the trend of earmarked versus unearmarked contributions aggravates difficulties of financial and programme management. Earmarked contributions often require special effort on the secretariat's part in preparing project proposals and in soliciting donor contributions specifically for them. Substitution of earmarked contributions in place of contributions to the Environment Fund also causes lack of continuity and uncertainty in staffing and Programme management. For an organization that is not characteristically project-based, but enjoying a strong mandate for being global and concerned with "leading edge" analysis of issues, the potential emergence of earmarked contributions as the dominant form of financing is fraught with grave risks to effectiveness of performance.

III. UNEP's Niche and Predicament

30. In the wake of UNCED, environment-related activities are being included in bilateral and multi-lateral development programmes. But the gap between need and response remains wide. Governments have asked UNEP to focus and strengthen its Programme and to make it more responsive to the evolving realities. UNEP's response to this challenge has been

pro-active and creative. The 1996-97 Environment Programme is an integrated, issues-driven, results-oriented and needs-responsive programme which is set in the framework of sustainable development, and defined in relation to relevant activities of the United Nations system. The Governing Council endorsed it amidst calls for strengthening and revitalizing UNEP. Yet the Council approved a budget of only $90 million for its implementation. The comparable figures for the 1994-95 and 1992-93 Programmes were $120-130 million, and $150 million, respectively. UNEP is making every effort to deliver the mandated programme efficiently and cost effectively. But with substantially reduced contributions during 1996-97, it will not be possible to deliver the full approved Programme.

31. In addition to the emerging dominance of trust funds and counterpart contributions over the Environment Fund, and the steady absolute and relative decline in funding of UNEP from the United Nations regular budget, three post-UNCED developments hold a significant bearing on the availability of adequate and predictable finance for UNEP:

(a) The emergence of the Global Environment Facility, established for the purpose of providing new and additional grant and concessional funding to meet the agreed incremental costs of measures to achieve agreed global environmental benefits in climate change, biological diversity, international waters and ozone layer depletion. The GEF is currently financed at $2 billion for a period of 3 years, on the basis of quasi-assessed and negotiated contributions.

(b) Growing and direct Governments contributions in support of secretariats and activities of global and regional environmental agreements; and

(c) Growing integration of the financing of environment-related activities in the budgets and programmes of bilateral and multi-lateral development assistance agencies.

32. These are very welcome developments for implementing environmental aspects of Agenda 21. Yet they may have to an extent engendered a blurring of the of the overall context and effort aimed at protecting and improving the global environment, a perception of fragmentation of constituencies and programmes, a tendency toward unhealthy competitiveness in fund-raising, and an absence of clear criteria for fair allocation of resources among channels of global environmental work so as to ensure balance, adequacy and continuity in meeting the needs of the world community.

33. The funding shortfall that UNEP is experiencing currently stems primarily from the substantial reductions in contributions from some main donor countries. In contrast, some countries which did not contribute to the Environment Fund before 1993 have begun contributing, and some countries have increased their contributions to the Fund since 1993. Yet, on balance, the analysis of trends presented above suggests an urgent need for review and action to ensure adequate and predictable financing for UNEP.

IV. Resource Mobilization

34. Against this background, UNEP was called upon to establish a mechanism to better co-ordinate its fund-raising activities. There were also suggestions to develop specific fund-raising plans to:

(a) expand the donor base, and at the same time to solicit increased support from current donors, particularly by way of earmarked contributions;

(b) expand counterpart funding from intergovernmental organizations, regional development banks, bilateral agencies, NGOs as well as from the private sector, and from supplementary income-generating activities; and

(c) build stronger partnerships with other United Nations agencies on key Programme areas, including the organization of joint fund-raising activities.

35. Correspondingly, UNEP established a Resource Mobilization Unit and prepared a Resource Mobilization Strategy for 1996-97. This document has been distributed to Governments previously. The Strategy includes the following principal elements:

(a) replenishing the Environment Fund, as first priority, targeting Governments and major partners;

(b) developing and mobilizing in-house capacity for resource mobilization; and

(c) enhancing collaboration with the private sector.

36. UNEP is implementing the resource mobilization strategy and some countries have provided assurances of their intentions to contribute, for first time, to Environment Fund. However, while earmarked contributions have been raised on a small scale for a few Programme activities, additional voluntary contributions to the Environment Fund, or from other sources of finance, have not materialized at this stage in the biennium. UNEP's efforts to raise awareness of the problem to provide information on the Programme, to develop proposals that simultaneously meet Programme and donor priorities, and to solicit voluntary as well as other contributions to finance specific proposals, are continuing, and will continue. Based on a systematic assessment of their priorities, UNEP has submitted a wide range of project proposals to donor countries.

V. Efficiency of Resource Use

37. Simultaneously, UNEP has also taken a number of measures, including adjustments in Programme, staff and administration and other economy measures, to reduce expenditures. It has also instituted close monitoring and evaluation of Programme implementation, inter alia, to enhance efficiency in resource use and management. These measures are reviewed in the paper being presented to the CPR on Mid-term Review of the 1996-97 Programme. UNEP will continue to pursue all feasible avenues of enhancing its operational efficiency to optimize the use of available funds.

VI. Avenues of Action

38. To ensure that the Council-approved Environment Programme will be financially viable, and be implemented without resource uncertainties, Governments could consider the feasibility and the modalities of implementing the following promising avenues of action:

(a) Agreeing upon a system of quasi-assessed, or assessed, Government contributions, following an agreed burden-sharing formula to be made effective through a biennial pledging conference. By way of illustration, Table 3 is provided in Annex XV showing the UN Scale of Assessment, if it were to be applied to voluntary Government Contributions to the Environment Fund, including country-by-country projected additional contributions to ensure funding of the 1996 approved Programme.

(b) Establishing inter-governmental consensus -- and expressing it through the Fifth Committee of the United Nations -- to the effect that the United Nations regular budget should, in time, assume the costs of UNON which are currently borne by the Environment Fund, and the agreed costs of the small secretariat essential to carry out UNEP's mandated catalytic and co-ordinating functions.

(c) Agreeing to establish desirable and feasible financial targets on a measured basis, following a rising curve, to fully meet the challenges placed on UNEP's shoulders to implement effectively its responsibilities under Agenda 21, and under relevant global and regional conferences and plans of action.

(d) Establishing inter-governmental consensus and an undertaking that pledges to the Environment Fund will be made on a two-year basis, instead of on a year-by-year basis as is currently the case, to enhance the predictability and assurance of budgetary resources for programming activities; and exploring ways to ensure correspondence between commitments and payments in every Programme Budgeting biennium.

(e) Agreeing to pay contributions to the Environment Fund within the first quarter of each calendar year to facilitate UNEP's programming, and to ease its cash flow constraints and fluctuations.

(f) Calling upon the GEF Council to encourage GEF to meet the costs of GEF-eligible Programme activities yielding global environmental benefits, providing for the potential enhancement of UNEP secretariat capacity, to adequately meet countries' needs to implement their obligations under relevant global environmental conventions and agreements.

(g) Calling upon the Executive Director to convene regular pledging conferences to replenish the Environment Fund, based on agreed contributions at levels adequate for full Programme implementation, and following existing Fund procedures.

(h) Calling upon the Executive Director to intensify consultations and negotiations and joint programming with the private sector, including foundations as well as scientific institutions, for implementation of activities of shared interest.

VII. Conclusion

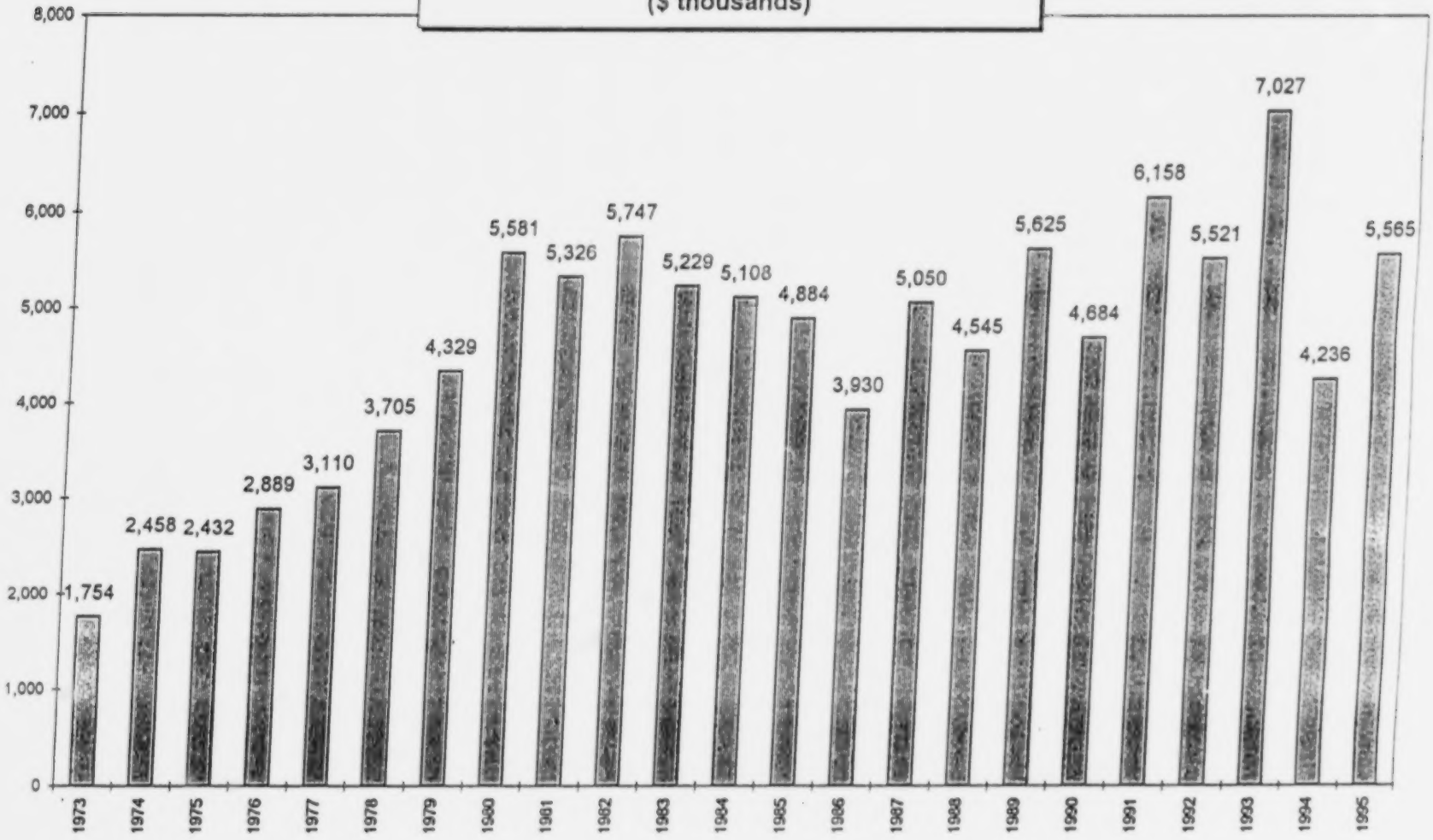
39. With great care and deliberation, Governments mandate UNEP every two years to implement a balanced global Environment Programme. It is essential that they also fulfil their obligations to fully fund the mandated Programme. Facing a shortfall in resources to implement the 1996-97, the secretariat is currently engaged in employing all efficiency measures, in raising supplementary resources for specific activities, and directly appealing to individual Governments. Yet earmarked fundraising can only be a contingency measure, as a source of new and additional funds, and it must not undermine the integrity and the multilateral character of the organization. The Secretariat will also continue to explore raising resources through the private sector, through appropriate marketing of UNEP products and services, and other possible means. But revenue through such means can only be a small fraction of the resources that UNEP needs to implement the Programme.

40. UNEP's Programme has evolved since UNCED, and has become better focussed and integrated in response to the needs of countries, institutions and people. It is imperative that UNEP receives the resources it needs on an assured and adequate basis, to fully implement

the Council-approved Programme, and to deliver the results that the world community expects from it. Governments need to urgently address how to finance UNEP on an adequate and assured basis, and agree on practical modalities to make it happen. It is only then that the Council and the secretariat will be able to meet the world's expectations of UNEP.

Annex I

Figure 1: UN Regular Budget Contribution to UNEP
1973 - 1995
($ thousands)



UNEP Resource Mobilization, September 1996
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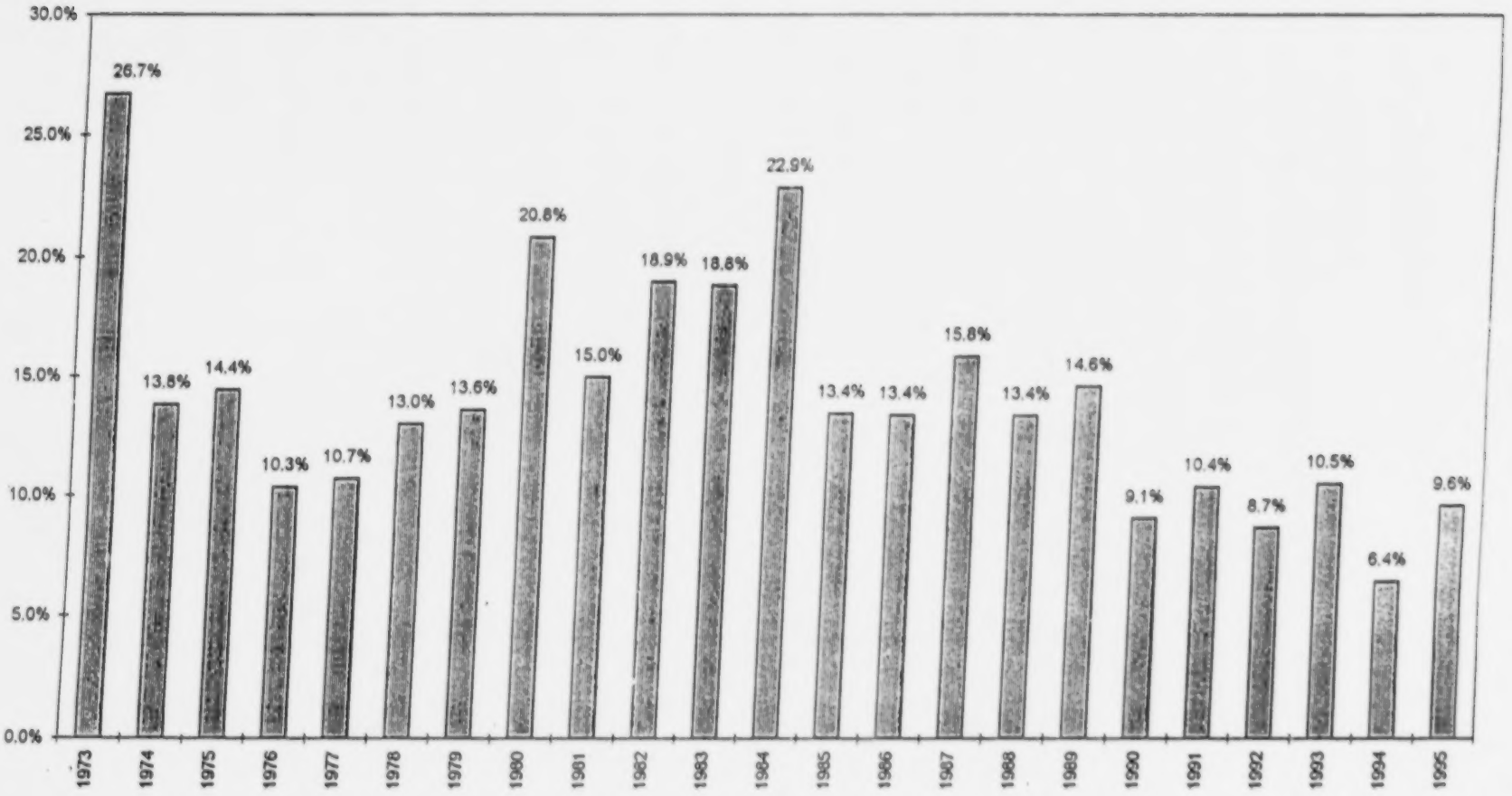
Annex II

Figure 2: Ratio of UN Regular Budget to Environment Fund 1973 - 1995



UNEP Resource Mobilization
September 1996
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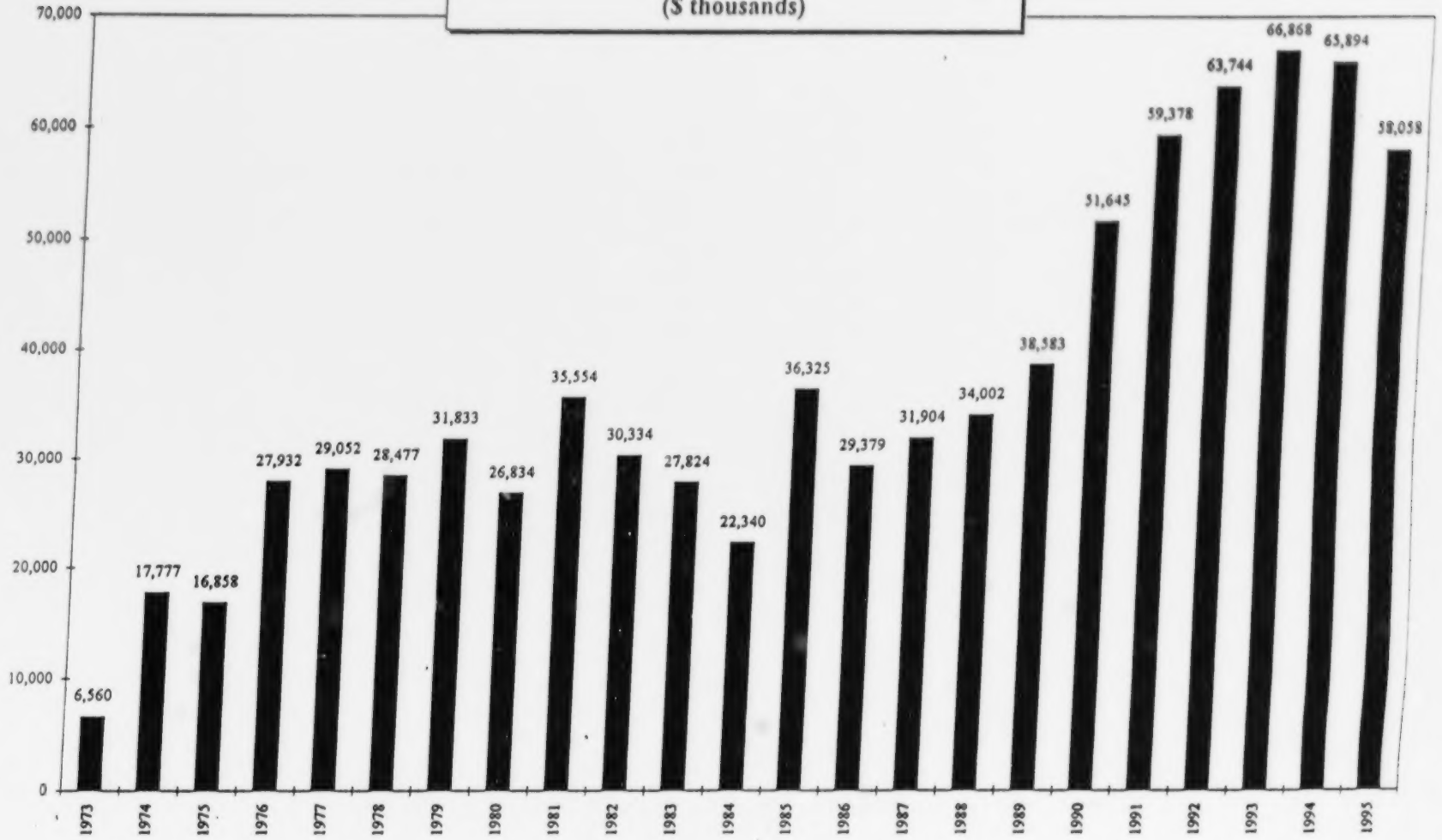
Source: UNEP FPMB, 10 September 1996

Figure 3: Contribution to UNEP Environment Fund 1973 - 1995. ($ thousands)



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Annex IV

TABLE 1

Actual Contributions to the Environment Fund

Selected Donors, 1990 - 1996

Rank	Countries	1990	1991	1992	1993	1994	1995	1996
1	United States	$11,505,002	$15,000,000	$17,124,000	$21,000,000	$21,000,000	$15,000,000	$7,000,000
2	Japan	$6,896,007	$7,100,000	$8,000,000	$9,000,000	$9,130,000	$5,130,000	$0
3	United Kingdom	$5,691,000	$6,749,200	$8,253,000	$6,694,200	$6,153,200	$6,432,287	$5,591,444
4	Germany	$5,834,795	$6,099,110	$5,774,436	$5,832,321	$5,670,743	$6,789,250	$6,258,149
5	Sweden	$2,826,268	$3,453,689	$3,613,963	$4,092,841	$2,744,853	$3,007,313	$2,930,403
6	Finland	$2,130,326	$3,191,479	$3,938,648	$3,542,561	$3,234,729	$3,910,228	$1,943,968
7	Norway	$2,000,308	$3,000,171	$2,803,813	$2,483,502	$2,086,289	$2,432,695	$2,295,669
8	France	$1,765,766	$2,400,000	$2,004,008	$1,996,818	$2,003,056	$468,292	$0
9	Switzerland	$1,198,003	$1,767,677	$2,181,818	$1,603,212	$2,663,121	$3,026,472	$3,178,878
10	Russian Federation	$5,988,360	$1,933,306	$500,000	$499,975	$500,000	$200,000	$0
11	Netherlands	$1,309,577	$1,404,410	$1,879,695	$1,708,571	$1,863,702	$2,561,844	$485,031
12	Italy	$313,667	$2,380,952	$2,144,389	$1,419,279	$1,291,572	$625,782	$0
13	Denmark	$575,678	$798,085	$976,309	$1,394,268	$1,978,402	$2,552,011	$2,354,547
14	Canada	$947,459	$966,693	$875,099	$857,366	$1,260,847	$1,224,801	$368,568
15	Spain	$593,732	$593,077	$862,995	$719,512	$635,150	$899,589	$0
16	Australia	$347,520	$533,528	$756,100	$692,472	$744,163	$784,499	$813,780
17	Austria	$449,815	$394,379	$437,882	$496,114	$499,625	$601,686	$555,247
18	Belgium	$340,815	$594,379	$382,537	$326,205	$378,705	$404,557	$0
19	Ireland	$85,925	$77,400	$101,910	$83,730	$91,650	$121,800	$141,930
20	Poland	$581	$8,379	$102,719	$100,000	$100,000	$100,000	$100,000
21	Korea (Republic of)	$15,000	$15,000	$15,000	$15,000	$30,000	$50,000	$80,000
23	China	$105,918	$104,695	$114,201	$157,052	$123,431	$50,000	$0
24	Colombia	$35,000	$35,000	$35,000	$35,000	$35,000	$35,000	$35,000
25	Malaysia	$20,000	$25,000	$25,000	$25,000	$25,000	$25,000	$25,000
26	South Africa	$0	$0	$0	$0	$0	$200,000	$20,000
27	Singapore	$1,000	$1,000	$1,000	$1,000	$1,000	$1,000	$15,000
28	Phillipines	$5,000	$5,000	$5,000	$29,925	$0	$0	$10,909
29	Israel	$0	$0	$0	$0	$0	$0	$7,500
30	Andorra	$0	$0	$0	$0	$0	$2,000	$4,000
31	Botswana	$0	$3,700	$4,387	$4,811	$4,488	$9,806	$7,000
32	Ghana	$0	$0	$0	$0	$0	$0	$5,000
33	Indonesia	$0	$12,000	$12,000	$15,000	$15,000	$15,000	$15,000

Annex IV

(TABLE 1 Contd.)

Actual Contributions to the Environment Fund

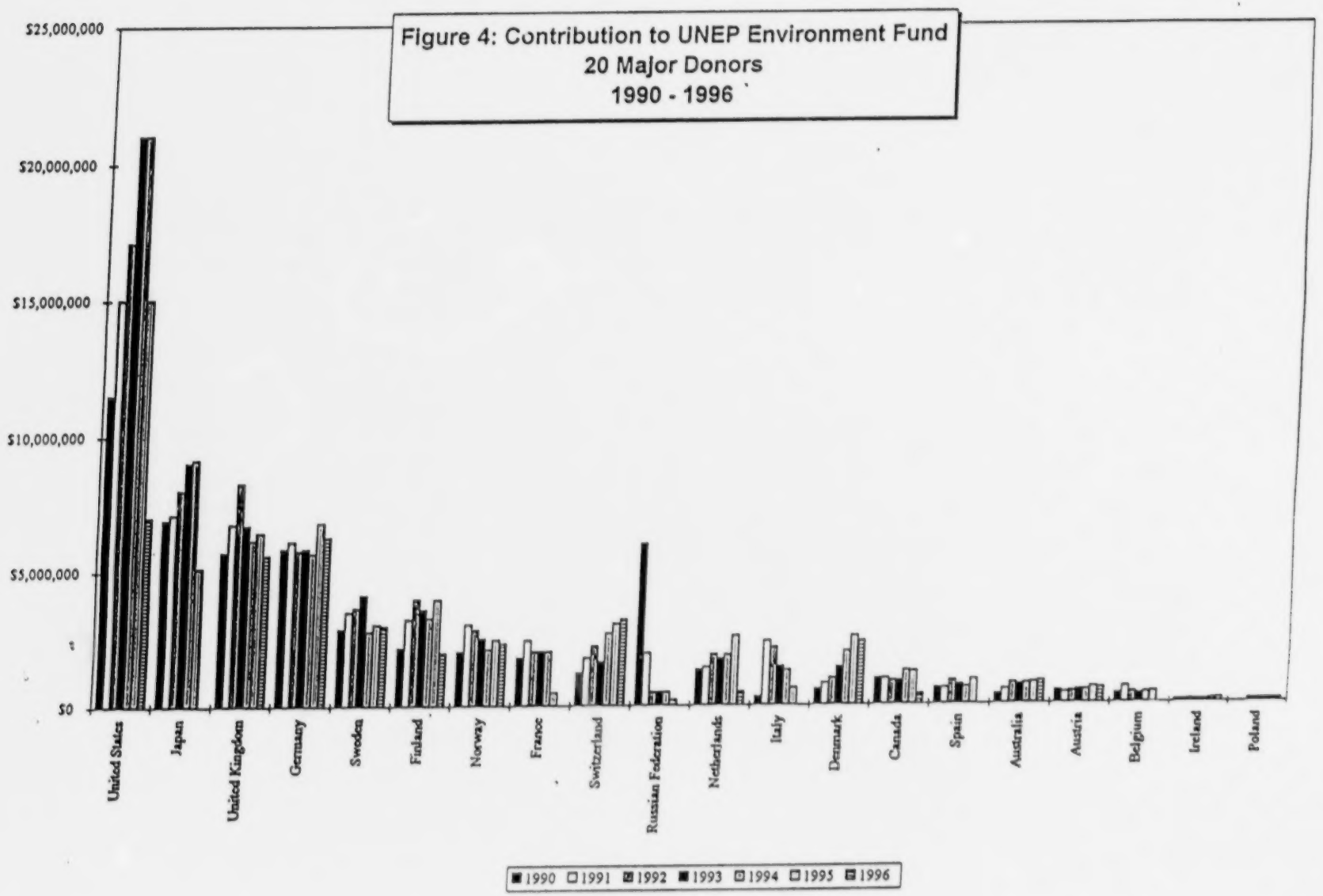
Selected Donors, 1990 - 1996

Rank	Countries	1990	1991	1992	1993	1994	1995	1996
34	Lao	$0	$2,000	$2,000	$2,000	$2,000	$2,000	$2,000
35	Lebanon	$0	$0	$0	$0	$0	$0	$5,000
36	Lesotho	$0	$0	$0	$1,920	$2,500	$2,500	$2,500
37	Mauritius	$4,833	$4,617	$4,678	$4,813	$4,733	$5,042	$4,733
38	Panama	$0	$4,000	$4,000	$4,000	$5,639	$4,000	$4,000
39	Swaziland	$5,102	$6,887	$6,596	$6,132	$5,889	$5,818	$6,000
40	Trinidad & Tobaggo	$2,979	$0	$4,235	$0	$0	$12,705	$10,000
41	Uganda	$0	$0	$0	$0	$0	$2,820	$2,820
42	Yemen	$0	$0	$4,370	$5,454	$0	$0	$5,444
43	Kuwait	$200,000	$200,000	$200,000	$200,000	$200,000	$200,000	$0
22	Algeria	$0	$0	$0	$0	$0	$0	$24,975

Summary

	1990	1991	1992	1993	1994	1995	1996
Subtotal from 43 countries	$51,195,436	$58,864,813	$63,150,788	$65,050,054	$64,484,487	$56,895,797	$34,284,520
Contribution from other countries	$449,400	$513,255	$593,637	$1,818,046	$1,409,371	$1,162,134	$13,465,480
TOTAL	$51,644,836	$59,378,068	$63,744,425	$66,868,100	$65,893,858	$58,057,931	$47,750,000

Expected for 1996



UNEP Resource Mobilization, September 1996
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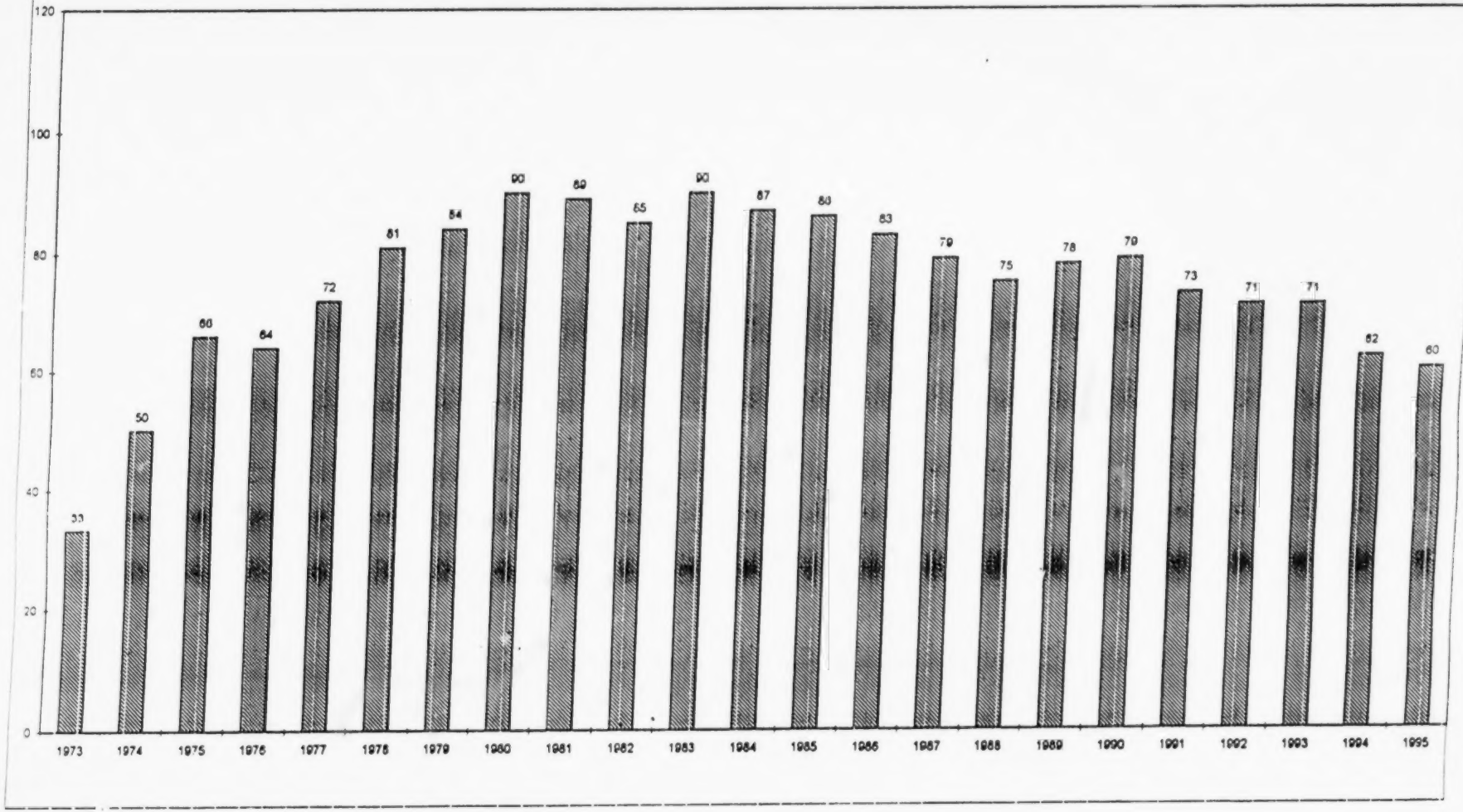
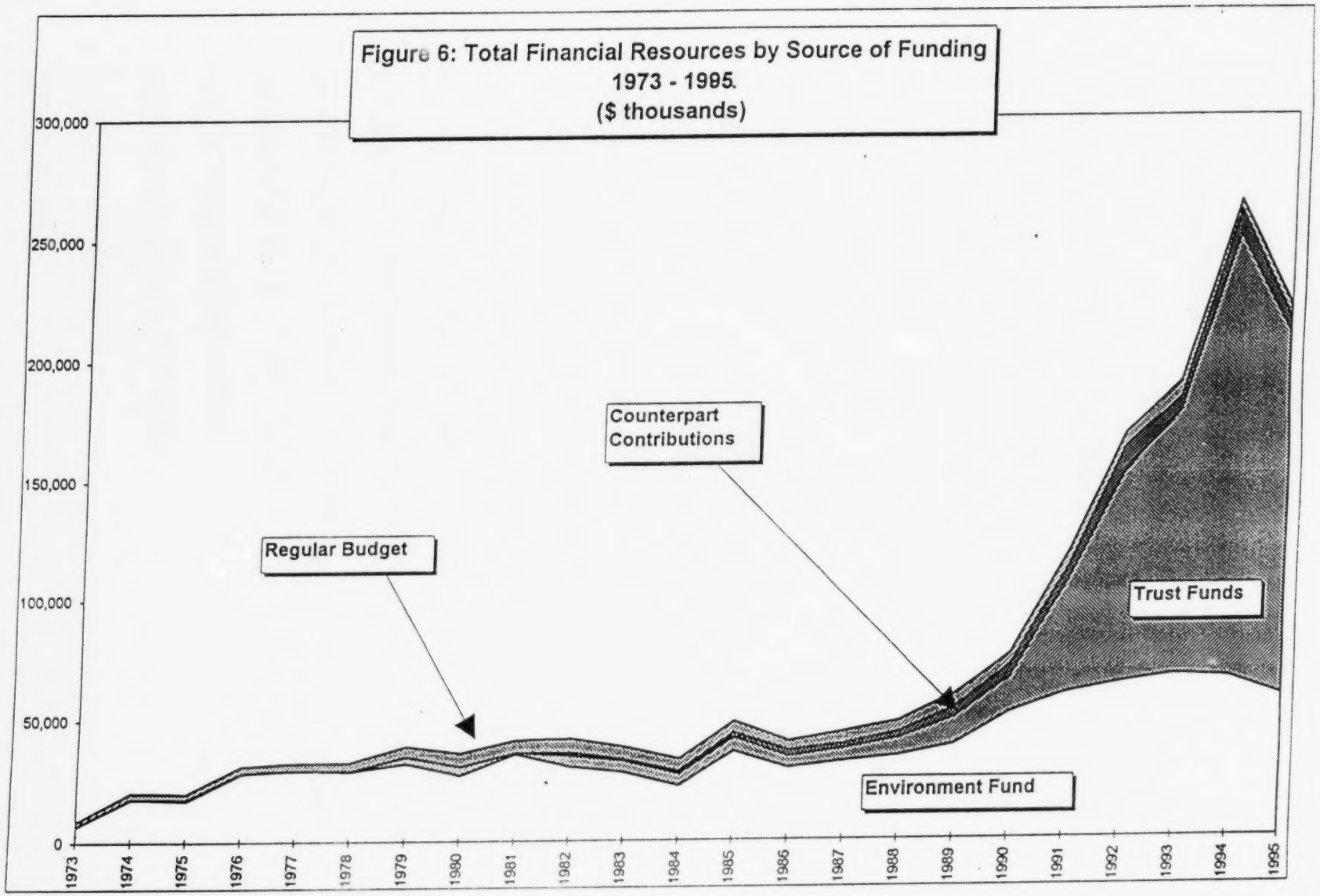
Annex VI

Figure 5: Number of Contributors (countries) to UNEP Environment Fund 1973-1995



Annex VII



UNEP Resource Mobilization, September 1996
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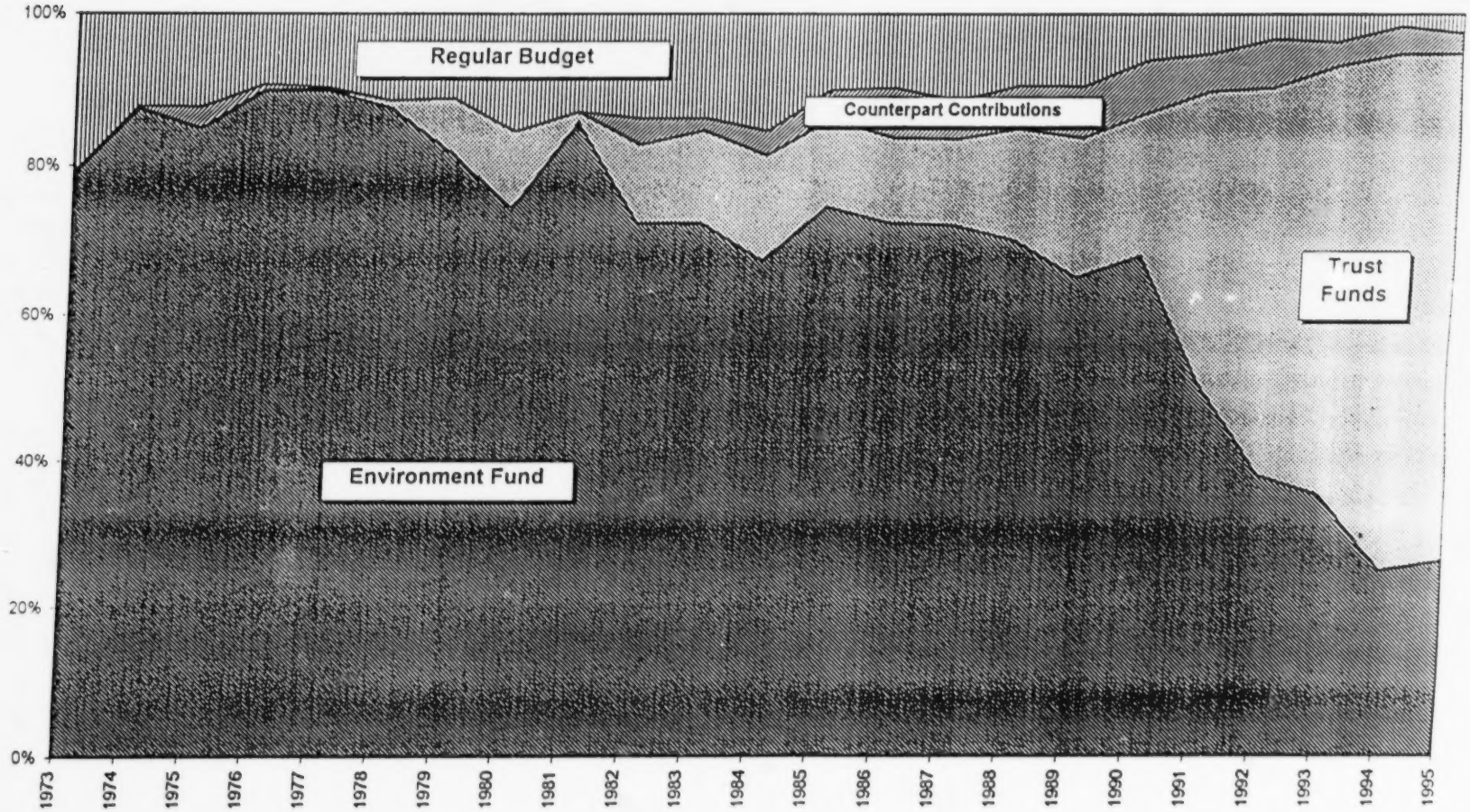
Annex VIII

Figure 7: Evolution of Sources of Funding by Percentage 1973 - 1995 (including the Multilateral Fund)



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Annex IX

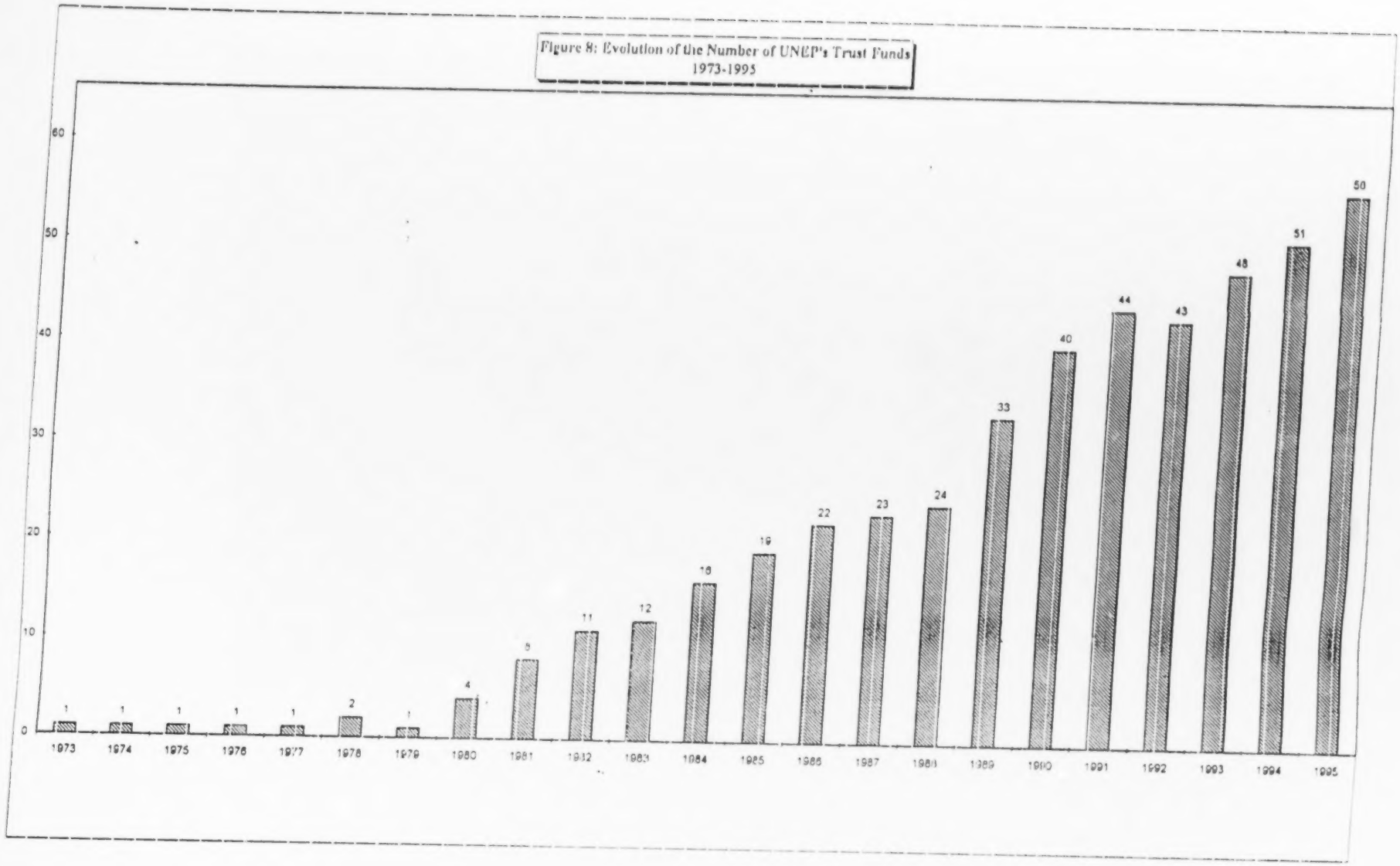
Figure 8: Evolution of the Number of UNEP's Trust Funds
1973-1995
60
50
40
30
20
10
0
1
1
1
1
1
2
1
4
5
11
12
16
19
22
23
24
33
40
44
43
48
51
50
1973
1974
1975
1976
1977
1978
1979
1980
1981
1982
1983
1984
1985
1986
1987
1988
1989
1990
1991
1992
1993
1994
1995

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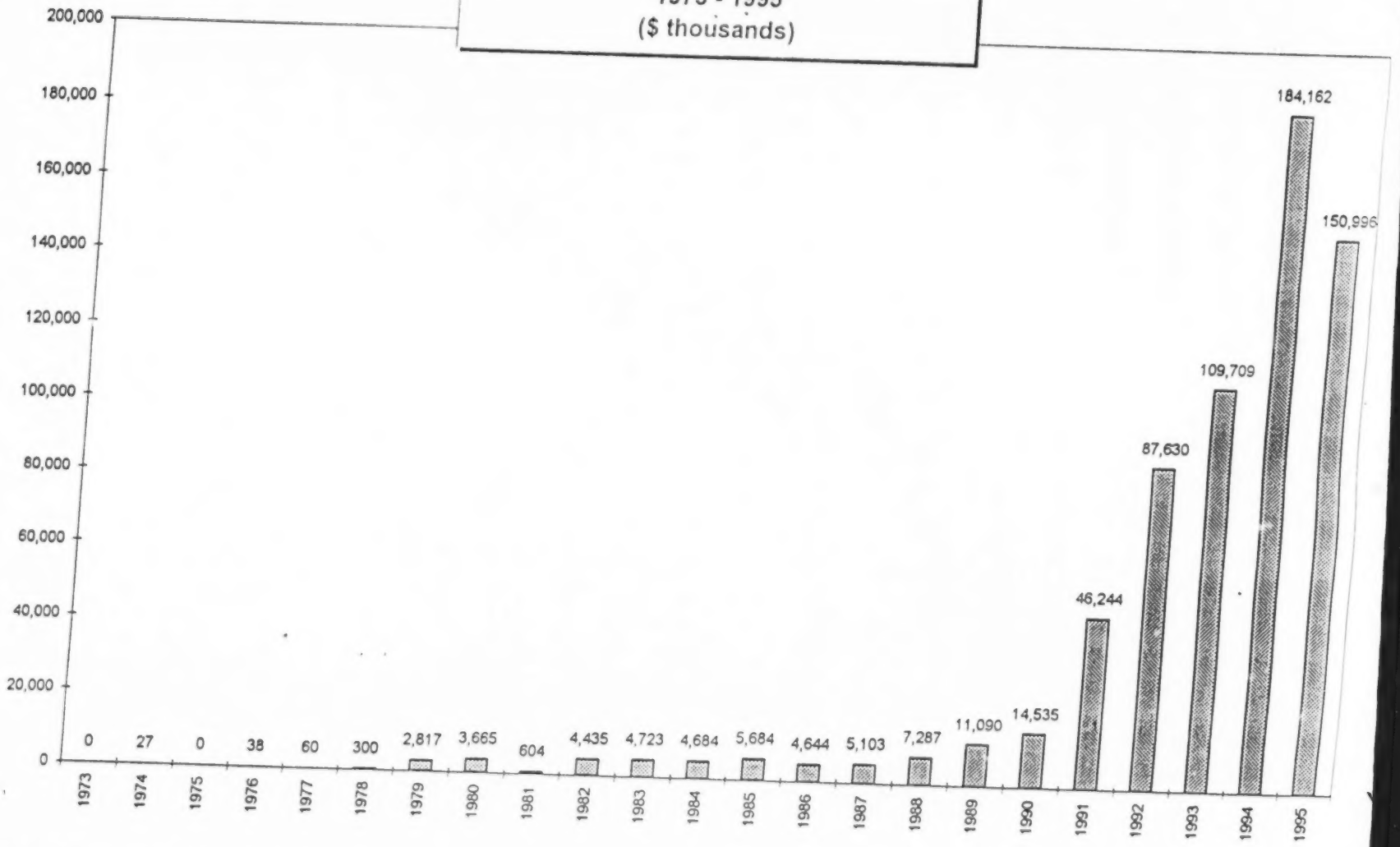
Figure 9: Contribution to UNEP Trust Funds
1973 - 1995
($ thousands)



UNEP Resource Mobilization, September 1996
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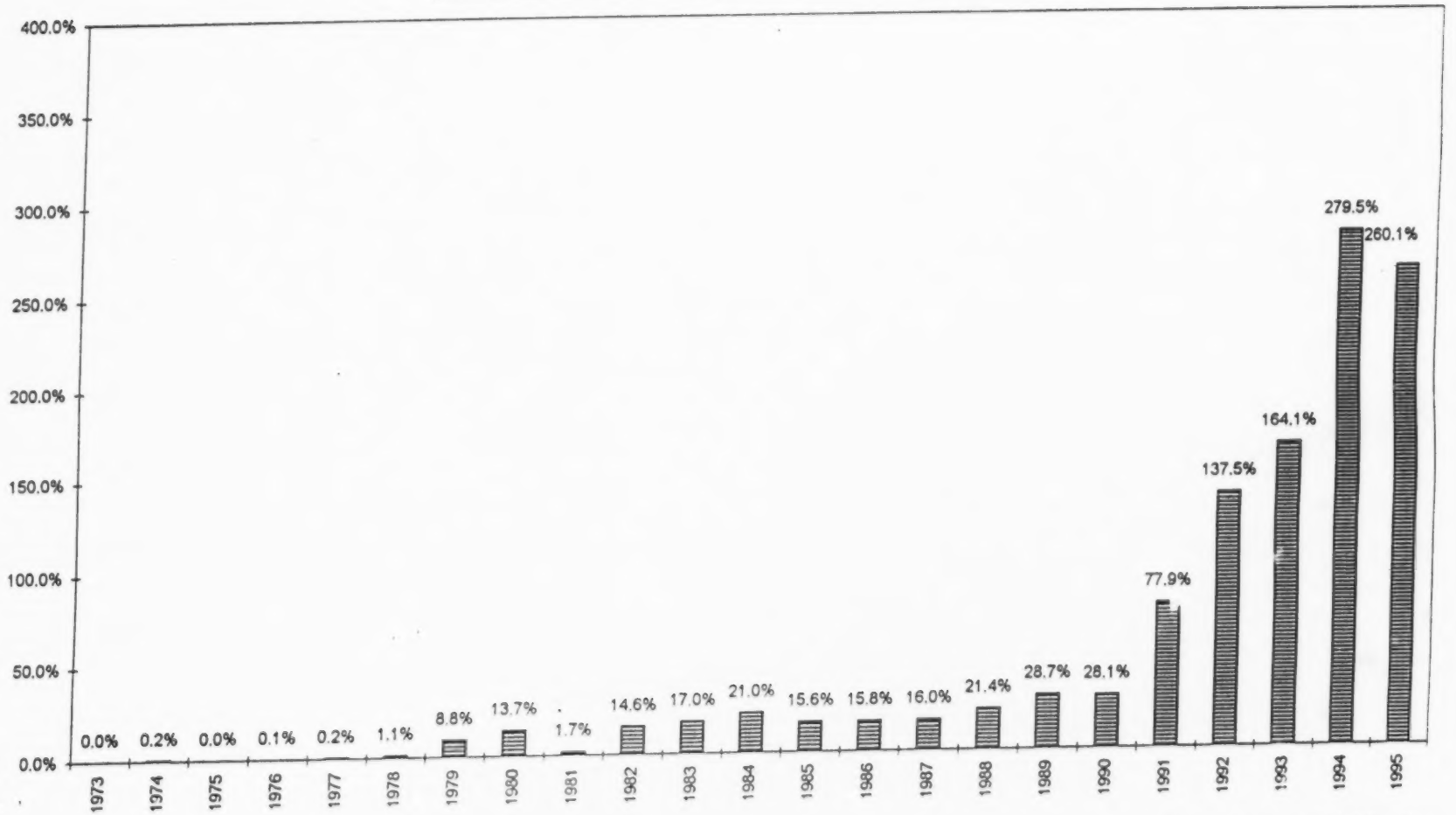
Annex XI

Figure 10: Ratio of Trust Funds to Environment Fund 1973 - 1995



UNEP Resource Mobilization
September 1996
File:UT2.XLS

Source: UNEP FPMB, 10 September 1996

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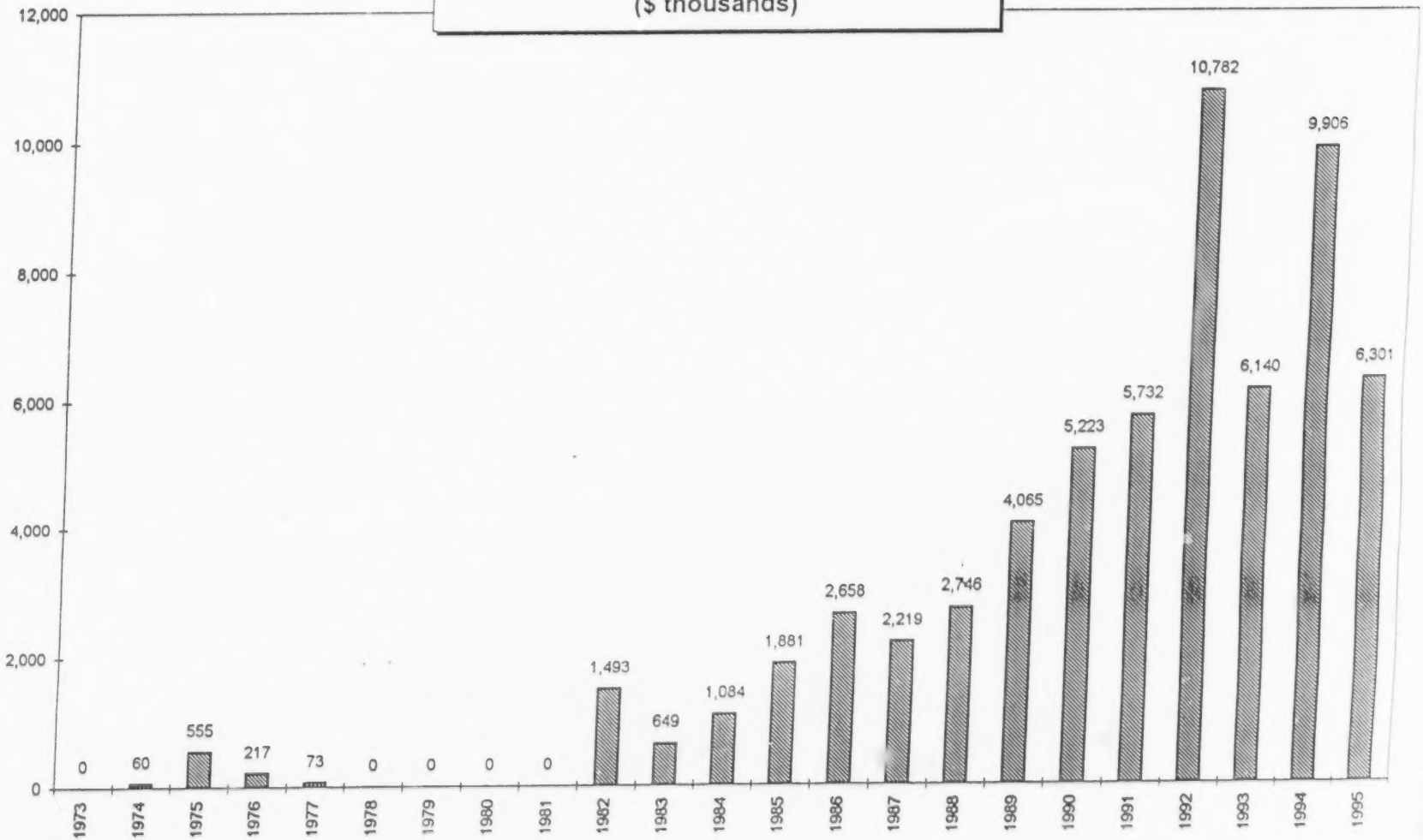
Figure 11: Counterpart Contributions to UNEP
1973 - 1995
($ thousands)



UNEP Resource Mobilization, September 1996
File: DATA.XLS

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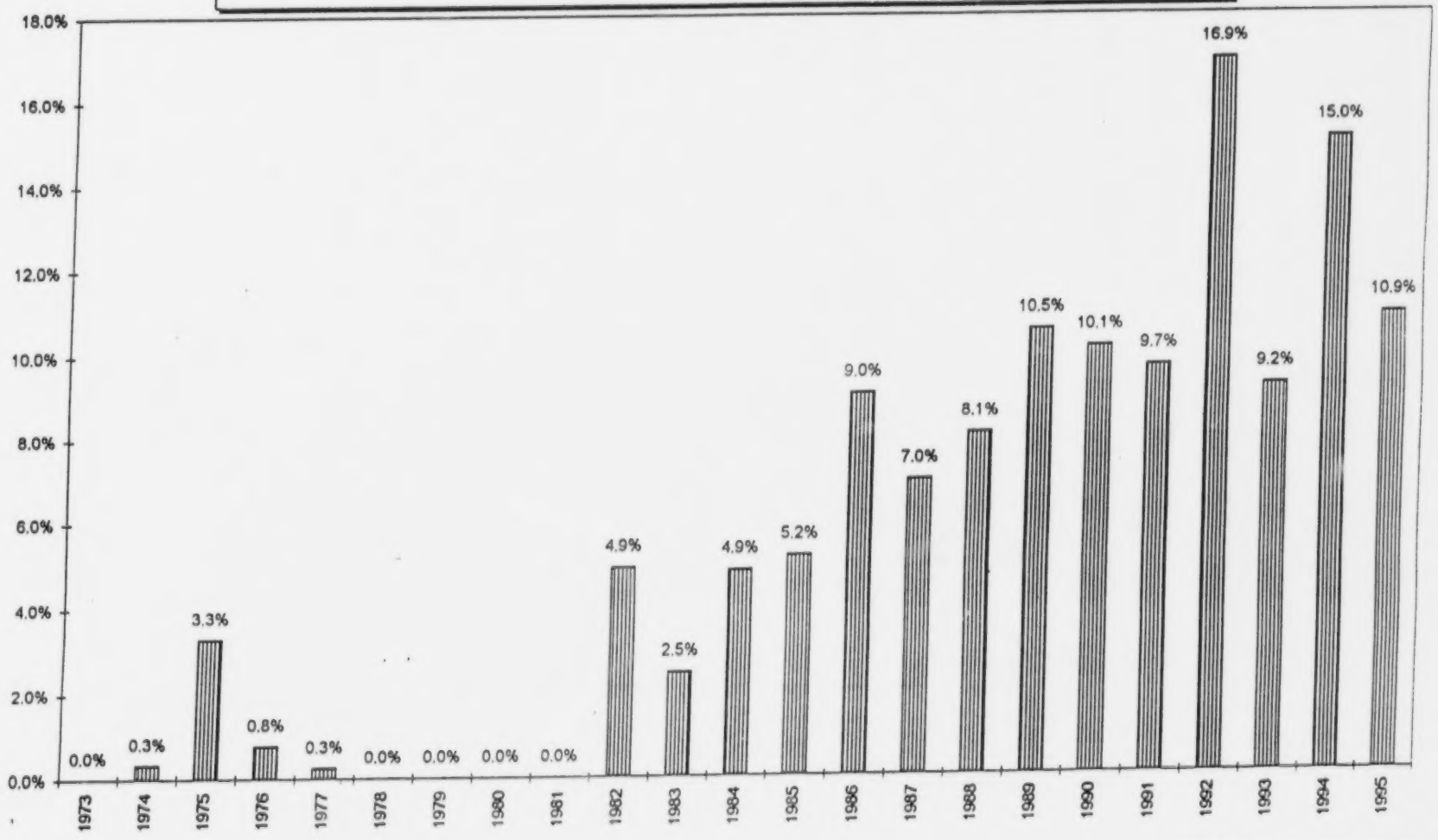
Annex XIII

Figure 12: Ratio of Counterpart Contributions to Environment Fund 1973 - 1995



UNEP Resource Mobilization
September 1996
File: UT2.XLS

Source: UNEP FPMB, 10 September 1996

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TABLE 2

United Nations Environment Programme
SUMMARY TABLE ON CONTRIBUTIONS TO UNEP BY SOURCE OF FUNDING
(thousands of US$)
1973-1995

YEAR	ENVF	TF	CC	RB	TOTAL	%RB/ENVF	%TF/ENVF	%CC/ENVF
1973	6,560	0	0	1,754	8,314	26.7%	0.0%	0.0%
1974	17,777	27	60	2,458	20,322	13.8%	0.2%	0.3%
1975	16,858	0	555	2,432	19,845	14.4%	0.0%	3.3%
1976	27,932	38	217	2,889	31,076	10.3%	0.1%	0.8%
1977	29,052	60	73	3,110	32,294	10.7%	0.2%	0.3%
1978	28,477	300	0	3,705	32,482	13.0%	1.1%	0.0%
1979	31,833	2,817	0	4,329	38,979	13.6%	8.8%	0.0%
1980	26,834	3,665	0	5,581	36,080	20.8%	13.7%	0.0%
1981	35,554	604	0	5,326	41,484	15.0%	1.7%	0.0%
1982	30,334	4,435	1,493	5,747	42,008	18.9%	14.6%	4.9%
1983	27,824	4,723	685	5,229	38,460	18.8%	17.0%	2.5%
1984	22,340	4,684	1,084	5,108	33,216	22.9%	21.0%	4.9%
1985	36,325	5,684	1,881	4,884	48,774	13.4%	15.6%	5.2%
1986	29,379	4,644	2,658	3,930	40,611	13.4%	15.8%	9.0%
1987	31,904	5,103	2,219	5,050	44,276	15.8%	16.0%	7.0%
1988	34,002	7,287	2,746	4,545	48,580	13.4%	21.4%	8.1%
1989	38,583	11,090	4,065	5,625	59,363	14.6%	28.7%	10.5%
1990	51,645	14,535	5,223	4,684	76,087	9.1%	28.1%	10.1%
1991	59,378	46,244	5,732	6,158	117,513	10.4%	77.9%	9.7%
1992	63,744	87,630	10,782	5,521	167,678	8.7%	137.5%	16.9%
1993	66,868	109,709	6,140	7,027	189,744	10.5%	164.1%	9.2%
1994	65,894	184,162	9,906	4,236	264,198	6.4%	279.5%	15.0%
1995	58,058	150,996	6,301	5,565	220,920	9.6%	260.1%	10.9%

Legend:
ENVF: Environment Fund
TF: Trust Funds (including the Multilateral Fund)
RB: UN Regular Budget
CC: Counterpart Contributions

Source: UNEP FPMB, 10 September 1996
File: UT2.XLS

TABLE 3

IMPLICATION OF THE UN SCALE OF ASSESSMENT:
Funding at US$60 million for 1996

The following table indicates the assessment scale for the contributions of Member States to the regular budget of the United Nations for the year 1996, as well as the implication of using this scale on a total Environment Fund requirement of US$ 60 million.

Countries	Scale of assessments for the contribution of Member States to the regular budget of the UN for 1996	Applying the assessed scale to a EF requirement of 60 mill for 1996
Afghanistan	0.01	6,000
Albania	0.01	6,000
Algeria	0.16	96,000
Andorra	0.01	6,000
Angola	0.01	6,000
Antigua and Barbuda	0.01	6,000
Argentina	0.48	288,000
Armenia	0.07	42,000
Australia	1.48	888,000
Austria	0.85	510,000
Azerbaijan	0.14	84,000
Bahamas	0.02	12,000
Bahrain	0.02	12,000
Bangladesh	0.01	6,000
Barbados	0.01	6,000
Belarus	0.33	198,000
Belgium	1.00	600,000
Belize	0.01	6,000
Benin	0.01	6,000
Bhutan	0.01	6,000
Bolivia	0.01	6,000
Bosnia and Herzegovina	0.02	12,000
Botswana	0.01	6,000
Brazil	1.62	972,000
Brunei	0.02	12,000
Bulgaria	0.09	54,000
Burkina Faso	0.01	6,000
Burundi	0.01	6,000
Cambodia	0.01	6,000
Cameroon	0.01	6,000

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TABLE 3

Countries	Scale of assessments for the contribution of Member States to the regular budget of the UN for 1996	Applying the assessed scale to a EF requirement of 60 mill for 1996
Canada	3.08	1,848,000
Cape Verde	0.01	6,000
Central African Republic	0.01	6,000
Chad	0.01	6,000
Chile	0.08	48,000
China	0.72	432,000
Colombia	0.10	60,000
Comoros	0.01	6,000
Congo	0.01	6,000
Costa Rica	0.01	6,000
Côte d'Ivoire	0.01	6,000
Croatia	0.09	54,000
Cuba	0.06	36,000
Cyprus	0.03	18,000
Czechoslovakia	0.29	174,000
Democratic People's Republic of Korea	0.05	30,000
Denmark	0.71	426,000
Djibouti	0.01	6,000
Dominica	0.01	6,000
Dominican Republic	0.01	6,000
Ecuador	0.02	12,000
Egypt	0.07	42,000
El Salvador	0.01	6,000
Equatorial Guinea	0.01	6,000
Eritrea	0.01	6,000
Estonia	0.05	30,000
Ethiopia	0.01	6,000
Fiji	0.01	6,000
Finland	0.61	366,000
France	6.37	3,822,000
Gabon	0.01	6,000
Gambia	0.01	6,000
Georgia	0.14	84,000
Germany	8.99	5,394,000
Ghana	0.01	6,000
Greece	0.38	228,000
Grenada	0.01	6,000
Guatemala	0.02	12,000

TABLE 3

Countries	Scale of assessments for the contribution of Member States to the regular budget of the UN for 1996	Applying the assessed scale to a EF requirement of 60 mill for 1996
Guinea	0.01	6,000
Guinea-Bissau	0.01	6,000
Guyana	0.01	6,000
Haiti	0.01	6,000
Honduras	0.01	6,000
Hungary	0.14	84,000
Iceland	0.03	18,000
India	0.31	186,000
Indonesia	0.14	84,000
Iran	0.52	312,000
Iraq	0.14	84,000
Ireland	0.21	126,000
Israel	0.26	156,000
Italy	5.02	3,012,000
Jamaica	0.01	6,000
Japan	14.79	8,874,000
Jordan	0.01	6,000
Kazakhstan	0.23	138,000
Kenya	0.01	6,000
Kuwait	0.19	114,000
Kyrgyzstan	0.04	24,000
Lao People's Democratic Republic	0.01	6,000
Latvia	0.09	54,000
Lebanon	0.01	6,000
Lesotho	0.01	6,000
Liberia	0.01	6,000
Libya	0.21	126,000
Liechtenstein	0.01	6,000
Lithuania	0.10	60,000
Luxembourg	0.07	42,000
Madagascar	0.01	6,000
Malawi	0.01	6,000
Malaysia	0.14	84,000
Maldives	0.01	6,000
Mali	0.01	6,000
Malta	0.01	6,000
Marshall Islands	0.01	6,000

Countries	Scale of assessments for the contribution of Member States to the regular budget of the UN for 1996	Applying the assessed scale to a EF requirement of 60 mill for 1996
Mauritania	0.01	6,000
Mauritius	0.01	6,000
Mexico	0.78	468,000
Micronesia	0.01	6,000
Monaco	0.01	6,000
Mongolia	0.01	6,000
Morocco	0.03	18,000
Mozambique	0.01	6,000
Myanmar	0.01	6,000
Namibia	0.01	6,000
Nepal	0.01	6,000
Netherlands	1.58	948,000
New Zealand	0.24	144,000
Nicaragua	0.01	6,000
Niger	0.01	6,000
Nigeria	0.13	78,000
Norway	0.56	336,000
Oman	0.04	24,000
Pakistan	0.06	36,000
Panama	0.01	6,000
Papua New Guinea	0.01	6,000
Paraguay	0.01	6,000
Peru	0.06	36,000
Philippines	0.06	36,000
Poland	0.36	216,000
Portugal	0.26	156,000
Qatar	0.04	24,000
Republic of Korea	0.81	486,000
Republic of Moldova	0.10	60,000
Romania	0.15	90,000
Russian Federation	4.98	2,988,000
Rwanda	0.01	6,000
Saint Kitts and Nevis	0.01	6,000
Saint Lucia	0.01	6,000
Saint Vincent and the Grenadines	0.01	6,000
Samoa	0.01	6,000
San Marino	0.01	6,000

TABLE 3

Countries	Scale of assessments for the contribution of Member States to the regular budget of the UN for 1996	Applying the assessed scale to a EF requirement of 60 mill for 1996
Sao Tome and Principe	0.01	6,000
Saudi Arabia	0.75	450,000
Senegal	0.01	6,000
Seychelles	0.01	6,000
Sierra Leone	0.01	6,000
Singapore	0.14	84,000
Slovakia	0.09	54,000
Slovenia	0.07	42,000
Solomon Islands	0.01	6,000
Somalia	0.01	6,000
South Africa	0.33	198,000
Spain	2.31	1,386,000
Sri Lanka	0.01	6,000
Sudan	0.01	6,000
Suriname	0.01	6,000
Swaziland	0.01	6,000
Sweden	1.22	732,000
Switzerland	0.00	0
Syrian Arab Republic	0.05	30,000
Tajikistan	0.02	12,000
Thailand	0.13	78,000
The former Yugoslav Republic of Macedonia	0.01	6,000
Togo	0.01	6,000
Trinidad and Tobago	0.04	24,000
Tunisia	0.03	18,000
Turkey	0.36	216,000
Turkmennistan	0.04	24,000
Uganda	0.01	6,000
Ukraine	1.29	774,000
United Arab Emirates	0.19	114,000
United Kingdom	5.30	3,180,000
United Republic of Tanzania	0.01	6,000
USA	25.00	15,000,000
Uruguay	0.04	24,000
Uzbekhistan	0.16	96,000
Vanuatu	0.01	6,000

TABLE 3

Countries	Scale of assessments for the contribution of Member States to the regular budget of the UN for 1996	Applying the assessed scale to a EF requirement of 60 mill for 1996
Venezuela	0.36	216,000
Vietnam	0.01	6,000
Yemen	0.01	6,000
Yugoslavia	0.11	66,000
Zaire	0.01	6,000
Zambia	0.01	6,000
Zimbabwe	0.01	6,000
Total	100.00	60,000,000